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ABSTRACT

This booklet contains reports presented by delegates from Mexico, Egypt, China, Bangladesh, Italy, the Philippines, Zaire, and Indonesia to the International Conference on Population and the Urban Future held in Rome, Italy, on September 1-4, 1980. An introductory statement by the Executive Director of the United Nations Fund for Population Activities describes world trends in urbanization, problems associated with urban growth, and future prospects for urban planning. The country statements discuss individual countries' current urban situations, problems of rapid population growth in urban areas, and policies and plans that each government has formulated to eliminate or minimize the problems in the future. The booklet also includes highlights of the Rome Declaration on Population and the Urban Future, which was drawn up at the conference. (MJL)

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The Urban Explosion

UD 021 796

William H. Draper, Jr.
1894-1974

The Draper Fund of the Population Crisis Committee

The Draper Fund was established within the Population Crisis Committee in 1975 to honor PCC's principal founder, the late General William H. Draper, Jr. Contributions to the Fund are used by PCC to encourage and expand those critical activities which promise the greatest impact in slowing world population growth. The funds are directed to responsible organizations with overseas staff for key action projects which cannot be initiated without private sector support. Among such agencies is the International Planned Parenthood Federation with member affiliates in 95 countries. In 1975, PCC established the Special Projects Fund to serve selected large donors who wish 100 percent of their contribution directed to specifically designated projects.

In the five years 1975 through 1979, the Population Crisis Committee and the Draper Fund have met their original goal by raising total revenues of over $10 million.

Although in the long run major new commitments from governments will be needed to solve national population problems, the role of the private sector remains indispensable. Non-governmental organizations, utilizing worldwide networks of volunteers, represent a vital and constructive force in influencing how soon and how soundly governments move. As General Draper often pointed out, contributions to such organizations can "do more good, dollar for dollar, than any similar amount employed in any other way."

Fred O. Pinkham
President

Robin Chandler Duke
Co-Chairman

The Draper Fund Report

1120 Nineteenth Street, N.W., Washington, D.C. 20036

Editor: Sharon L. Camp, Ph.D.
Co-editors: Cynthia P. Green
Davida L. Perry

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Population and the Urban Future

Statement by The Honorable Rafael M. Salas, Executive Director, United Nations Fund for Population Activities, to the International Conference on Population and the Urban Future, Rome, Italy, September 1-4, 1980

(edited for reprinting)

This conference marks an important occasion for the United Nations Fund for Population Activities (UNFPA) to focus global attention on problems emerging from rapid population growth. Gathered here today are mayors, town planners and national planning officials concerned with the future of some of the world's biggest cities, who will discuss these problems and suggest the ways and means to solve them. Mayors and town planners have, of course, a direct interest in the future of their cities. National planning officials also have a special interest in the future of cities because their growth will affect the relationship between rural and urban areas and the demand for resources. We are fully aware of the enormous task before this conference.

In most countries, cities enjoy some measure of autonomy, and urban leaders have been able to fashion and implement policies and programs within national constraints and within overall national planning. Demographic factors continuously affect and shape the nature and characteristics of cities. But urban leaders have no control over the growth, size and distribution of population between rural and urban areas within countries. Therefore, an appreciation of the demographic process in operation within cities and of its relationship with regional and national population trends will contribute to an understanding of some of the problems that result from rapid urbanization.

Trends in Urbanization

The large-scale urbanization we are now witnessing is a recent phenomenon. It is estimated that around the year 1800, less than 3 percent of the world's population lived in urban areas. By 1920, this figure rose to 14 percent.

The proportion of urban populations still formed only 25 percent of the total world population by 1950. Urbanization during this period was closely related to industrialization, and hence it occurred mainly in the more developed countries. During this period, cities became the centers of economic activity and transportation networks and helped to solve economic problems by providing various services to the growing industrial sector, including a steady and increasing supply of labor. However, the rapid growth of cities has generated various types of imbalances, and in some instances has resulted in a reverse movement of business and industry from urban sites.

The World's Largest Cities, 1950 and 2000

Of the world's 15 largest cities in 1950, 11 were in industrialized countries. In the year 2000, 12 of the 15 largest cities will be in developing countries (shown in bold print).

1950		2000	
City	Population (in millions)	City	Population (in millions)
New York	12.3	**Mexico City**	31.0
London	10.4	**Sao Paulo**	25.8
Rhein-Ruhr	6.9	Tokyo	24.2
Tokyo	6.7	New York	22.8
Shanghai	5.8	**Shanghai**	22.7
Paris	5.5	**Beijing**	19.9
Buenos Aires	5.3	**Rio de Janeiro**	19.0
Chicago	4.9	**Bombay**	17.1
Moscow	4.8	**Calcutta**	16.7
Calcutta	4.4	**Jakarta**	16.6
Los Angeles	4.0	**Seoul**	14.2
Osaka	3.8	Los Angeles	14.2
Milan	3.6	**Cairo**	13.1
Mexico City	3.0	**Madras**	12.9
Philadelphia	2.9	**Manila**	12.3

Source: United Nations Fund for Population Activities

United Nations projections show that the urban population of the world has been growing at nearly 3 percent per annum—about one and a half times the current rate of world population growth. This conceals the differential rates of growth of urban population between the more developed countries and the less developed countries. While the estimated annual growth rate of urban population is only 1.7 percent per annum in the developed countries, it is over 4 percent per annum in the developing countries. World urban population has doubled since 1950 and seems likely to double again before the end of this century. It has been estimated that urban population will constitute about 50 percent of the total world population by the year 2000.

This expected growth of urban population in the less developed countries reflects not only the natural increase in urban population but also significant migrations of population in search of employment to these areas. The process of urbanization now taking place in the less developed countries partly represents a new phenomenon compared to the earlier phase of growth of cities. The movement of population to the cities in the less developed countries is a result of a "push" factor as well as a "pull" factor. The nature and composition of this migration have intensified such problems as the proliferation of slums in many cities of the less developed countries.

The current trends in world urbanization have generated a great deal of concern, because there has been a substantial increase over the years in the proportion of urban population in the less developed countries and because the population of larger cities has been increasing inordinately compared to that of the smaller cities. In 1950, there were only six cities with populations of 5 million or more, and their combined population was only 44 million. By 1980, this had risen to more than 25 such cities with a combined population of over 250 million. By the year 2000, indications are that this number will rise to approximately 60 cities, with an estimated population of nearly 650 million. Just 30 years ago, there was one city, Shanghai, with a population of 5 million or more in the less developed countries. By the year 2000 there will be 45 such cities in the less developed countries, and most will be in Asia.

These trends in urbanization pose a number of formidable challenges for this conference to consider.

- **Urban Giantism**

First and foremost is the emergence of giant cities, especially in the less developed countries of the world, notably among them Mexico City, Shanghai and Sao Paulo, with populations which already exceeded 10 million in 1975. By the year 2000, 12 giant cities will be in the less developed countries. The implications of managing cities of such size will indeed be staggering when we consider the impact on demand for urban services and resources by such unprecedentedly large numbers of people.

- **Urban Unemployment**

It has been estimated that during the next two decades over 600 million people will be added to the labor force in less developed countries alone, and most of these will be flocking to the cities in search of jobs. Urban unemployment is already a serious problem in many cities to-

day, as we know, and a further increase will intensify the problems of poverty.

- **Urban Population**

The consequences of the interrelationships between population growth and the urban environment have received considerable attention in recent years. Pollution and degradation of the environment are closely related to concentration of industries, high density of automobiles and congested living conditions. While some measures have been in operation to monitor and reduce levels of pollution in the metropolitan areas of the more developed countries, few such measures have been initiated in the cities of the less developed countries.

- **Urban Energy Costs**

In the past, the process of urbanization was stimulated by the availability of low-cost energy. However, the soaring cost of energy in recent years not only has made living in urban areas more expensive, but has increased the social burdens of supporting the growing large populations in the cities. Any national policy to optimize energy utilization should consider the energy costs involved in alternative urbanization policies.

Urban Future in the National Context

Demographic factors appear to be the crucial determinants of the future course of urbanization. However, despite increasing recognition of these factors, the integration of population issues with overall development policy by taking into account their impact on urbanization is still very inadequate. There is an urgent need to incorporate systematically these factors into urban planning and programming. But such programming is hampered primarily by the inadequacy of relevant demographic data, especially in the less developed countries. It is also true that most city governments are not adequately staffed with the experts needed to collect, analyze and incorporate such demographic data into the urban planning process.

The UNFPA's own analysis of the demographic aspects of urbanization and their implications for the urban future makes it clear that these questions cannot be divorced from either regional or national policies or from issues of population and development. As we know, cities are particularly vulnerable to the vicissitudes of economic prosperity or crisis in any nation. They are the mirror image of successes or frustrations of national development, and their problems represent in microcosm the larger problems of the nation itself.

The problems of urban blight clearly illustrate the nature of the interrelationships between city development and regional and national policies. At the root of this urban blight is the migration from rural areas to the cities and the inability of the cities to provide migrants with gainful employment. National and regional investment, employment policies, the share in the allocation of national resources for housing and other public services—all of these factors affect living conditions in the cities.

The problem of urbanization is but one aspect of the problem of population redistribution. Populations tend to

move to areas where resources and jobs seem to be available. Therefore, national policy can play an important role in reducing the growth of cities by encouraging a policy of decentralized investment, and the geographical redistribution of employment opportunities, so that excessive concentrations of population can be avoided.

Part of the migration to cities is caused by the lack of social services and living opportunities in rural areas. The establishment of health, educational and recreational facilities in the rural areas and measures to reduce the disparities in income and levels of living between the two areas are important ingredients of policies devised to stem the tide of urbanization. This ongoing process is the product

of industrialization, economic development and technological changes in agriculture, transportation and communication systems. But effective population and development policies can make this process orderly, less expensive and harmonious with the process of total societal development. They may even enable the reversal of earlier trends by promoting the growth of smaller cities and the development of satellite towns and of rural areas, which may promote some movement of population back to rural areas.

Towards the Future

Since about half of the world's population will be living in urban areas by the end of the century, the nature and character of population problems and issues will increasingly be bound up with the urban future. This conference is conceived as a technical workshop to discuss the technological and institutional aspects of population and urbanization and to explore ways and means of incorporating these into the urban planning process. It is true that the problems of rapid urbanization have also generated a number of political issues, but these are often specific to each country, and therefore are best discussed in national forums.

There is further an urgency to anticipate and design measures to cope with the emerging urban problems of the year 2000. Otherwise the sheer magnitude of these problems is likely to overwhelm us all, leading to inaction and the eventual breakdown of cities themselves. If we judiciously use our faculties of foresight and take steps to begin dealing with these problems, it may still be possible to steer the cities on a course of harmonious development.

A strategy for national planning for the urban future should include, among others, four important elements: policies for redistribution of population; policies for decentralization of development; policies for revitalization of urban centers; and measures to stabilize population within cities. Strategies for redistribution within the framework of a comprehensive national population policy are essential to regulate the rate of urbanization. However, these will succeed only if they form part of a strategy for decentralized development, which is necessary for encouraging the growth of smaller cities, and for the economic development of rural areas. Special policies and programs, including the provision of population services, will be needed to revitalize cities and promote their economic growth. The ultimate aim of all these policies should be the stabilization of population.

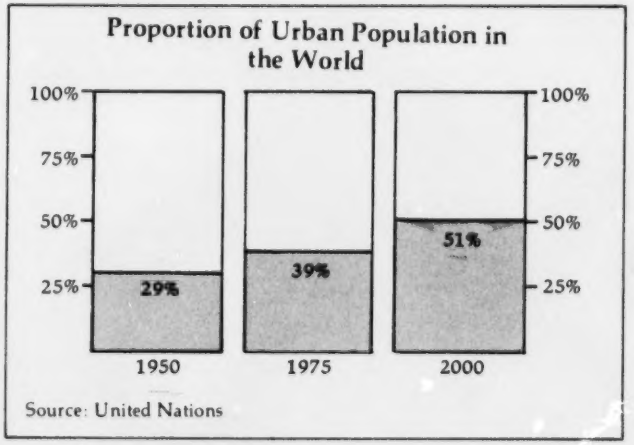
At present, it appears that the necessary institutional structure needed to tackle various urban problems is inadequate in many cities. A number of policy areas have been identified in which the benefits of the integration of urban population issues with national planning for the future growth of cities is clear. It is necessary to develop the data base of cities for this purpose. Without a clearly identifiable package of such programs, the impact of our efforts on the problems of population growth and urbanization may fall short of what is needed.

This conference is the first in terms of the number and importance of participants, and can be a useful model for conceiving and exchanging ideas. The UNFPA hopes that the forthcoming discussions will produce imaginative solutions to the emergent urban population problems in the decades ahead. It may be pertinent, however, to emphasize at this time that this conference propose only those measures which are within our capacity to perform..

We meet today in a city with a long, proud history, a city whose buildings, streets, monuments and works of art evoke the pride not only of Romans but of the entire world, a city which as always been a center of ideas and dreams, a city built on the crossroads between North and South, East and West, present and future.

If we listened only to the voices of doom, none of us would be here today. The present indeed looks somber, and the immediate future foreboding. But human history offers us an eternal lesson: out of suffering comes life and wisdom. There are bright signs for hope and enough reasons to believe that we can use our faculty of foresight and the vast banks of technological knowledge that have been opened to us to reconstruct a human world.

Let us start our work with the conscious wish that together we shall make a finer edifice in international cooperation, to plot a few lines on the drawing boards, to outline the shape and mark the guidepost of values of a truly Human City.



Mexico: A Need for "Combative Optimism"

Editor's Note: Nearly two-thirds of Latin America's population live in urban areas—up from 40 percent in 1950. By the turn of the century, three-fourths of all Latin Americans are expected to be urbanites—a proportion comparable to that of most industrialized countries. By then, it is projected, Mexico City and Sao Paulo will be the world's largest cities, with populations of 31 million and 26 million respectively. Such supercities are beyond the scope of human experience.

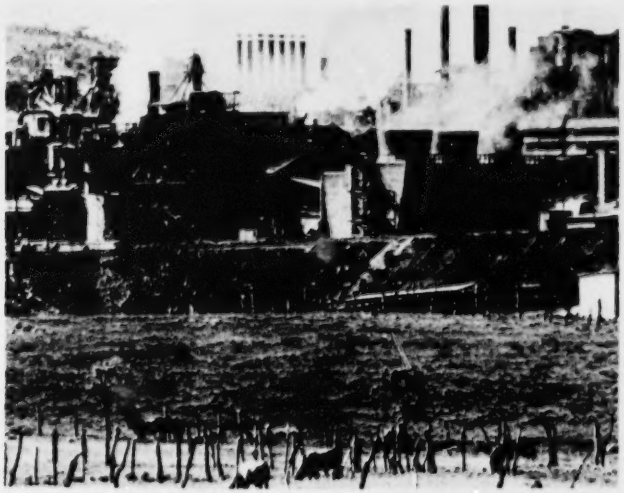
The following article discusses some of the difficulties Mexico City faces as a result of rapid population growth. The doubling of the city's population in the past decade has caused numerous problems, including severe air pollution, water and housing shortages, and traffic congestion. More than half of Mexico City's residents live in slums and shantytowns, many of which lack running water, sanitary facilities, and electricity. Unemployment is high, especially among youths under age 24. Some 2 million children have no school to attend, and half of all students leave school before the end of their sixth year of education.

This article is based on the statement of the Mexican Delegation to the International Conference on Population and the Urban Future. Dr. Miguel Messmacher, Advisor to the Mayor of Mexico City, delivered the statement.

It is expected that by the year 2000, Mexico City will be the world's largest urban agglomeration, with a population of 31 million.

With an estimated 14 million people in 1980, Mexico City is the third largest city in the world. Its emergence as a major urban area has been fairly recent, and its growth has been rapid; in the last decade alone its population almost doubled. The city is estimated to be growing twice as fast as the country—by approximately 5 percent as opposed to approximately 2.5 percent annually. Demographically, Mexico City is larger than 16 Latin American countries, 21 European countries, 20 Asian countries and 31 African countries. By the turn of the century, Mexico City will likely be the most populous urban area in the world.

The city has expanded physically as well, from 230 square kilometers in 1950 to 1,000 square kilometers today. This has transformed the economic and social structure of peripheral rural areas. Rural residents, who had produced agricultural goods for the country's capital,



Around the world, industrial uses encroach on agricultural land.

now seek employment in the urban market, adding to Mexico City's already high level of unemployment. Urban expansion must be directed so as to avoid the loss of agricultural lands needed to feed the city's population.

Despite all its contrasts and problems, Mexico City benefits from enormous attractions. It is rich financially and commercially, and its social and recreational facilities are unique to the country. There also exists a growing number of opportunities for work and although many jobs could be considered menial, they nonetheless allow urban residents to live under better conditions than the majority of the population in the interior of the country.

Between 1940 and 1950, rural-to-urban migration was

Mexico	
Total Population (mid-1981)	69 million
Population Doubling Time	28 years
Population in the Year 2000	102 million
Population Under Age 15	42 percent
Average Number of Children per Woman	4.8
Population in Urban Areas	67 percent
Urban Population Doubling Time	16 years

responsible for 68 percent of Mexico City's population increase; the following decade, for 30 percent; and between 1960 and 1970, for 42 percent. Most recently, from 1970 to 1976, migration accounted for 50 percent of the city's population increase, with migrants coming at the rate of over 500 every day. By 1976, 4.4 million of Mexico City's 12.7 million inhabitants were recent migrants. Migration to other urban centers throughout the country increased as well, but Mexico City alone comprises 35 percent of Mexico's total urban population.

The city's rapid growth has caused many serious problems, among them air pollution, water supply and distribution, inadequate transportation and sewage services, housing shortages and the proliferation of "self-built" housing.

Air quality has been especially affected. In the past four years air pollutants have increased by 30 percent, mostly because the city's 2 million cars lack pollution equipment. It is estimated that by 1982 just over 10,000 tons of monoxides, bioxides and particles will be emitted into the air daily. Water needs increase yearly, and as subterranean water is withdrawn the city gradually sinks (35 feet in the past 70 years). The equitable distribution of drinking water is an additional problem. The government has begun efforts to improve these situations.

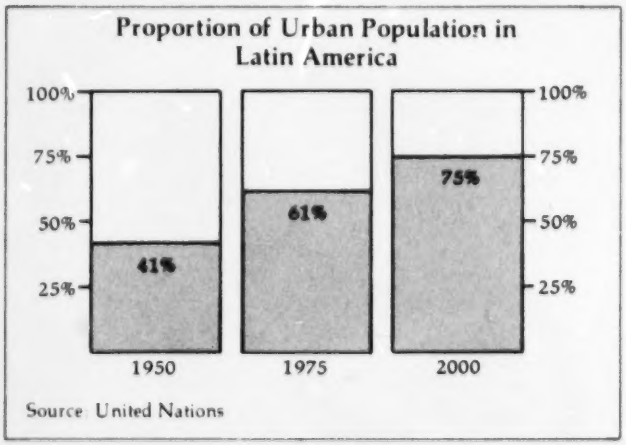
Planning for the Future

In 1976, during the presidency of Luis Echeverria, the General Law on Human Settlements was expedited, and shortly thereafter the National Planning System of Urban Development was created to regulate the growth of the country's urban areas. In 1978, President Lopez Portillo, following on this initiative, established the National Urban Development Plan to coordinate the territorial distribution of the population and of economic activities. The goal of the National Urban Development Plan is to decrease Mexico City's growth rate by promoting the decentralization of industry, public services and the private sector, so that by the turn of the century the city's population does not exceed 25 million.

A recent comprehensive referendum about the demographic evolution of Mexico City illustrates a number of alternatives. It ranges from the "low hypothesis," by which in-migration will decrease until it merely balances out-migration, to the "high hypothesis." Preliminary results from the 1980 census show the demographic behavior between 1970 and 1980 to have been very near the "medium hypothesis," which predicted approximately 28 million inhabitants by the year 2000.

The population of metropolitan Mexico City at the turn of the century will depend, of course, on the intensity with which the migratory process develops. If the total population of the country stabilizes at 100 million, as anticipated by the Bureau of National Census, from one-quarter to one-third of the population will reside in Mexico City. The demographic and economic calculations, as well as the urban extension of the city, are without a doubt worrisome to the administration of President Portillo. The Mexican government is aware of the importance of population factors in the city's development, its organization, and its political and economic structure. An exchange of knowledge and experience, perhaps through the mayors, of industrialized and developing countries would surely contribute the most beneficial solutions for the development needs of both groups of countries.

Despite the critical dimensions of Mexico City's demographic problems, government experience indicates not a catastrophic vision of its future but an optimistic presage. This is a conscious and combative optimism, based on the resources available to humankind to control the development of nature and society and to transform the world for everyone's benefit.



Business, residential and recreational areas vie for urban space.

Egypt: Urban Growth Encroaches on Farmland

Egypt's population is rapidly becoming urbanized, as a result of both high rates of natural increase and rural-to-urban migration. Urban settlements have historically flourished in the most fertile, well-watered areas of the country. This pattern is now threatening Egypt's ability to produce adequate food for its people, as urban sprawl takes over prime farmland—a scarce resource in Egypt. An estimated 20,000 acres of farmland are lost each year to urban spread. Meanwhile, the Egyptian government spends almost $2 billion annually to subsidize imports of food and other basic commodities to avoid a recurrence of the 1977 food riots that swept over Cairo.

Cairo, the largest city in the Arab world, is beset with myriad problems stemming from its rapid growth. Since 1950, Cairo's population has more than doubled, placing a heavy burden on housing, transportation, water and sewer systems, and other city services. In 1979, an estimated 1.6 million housing units were needed, and an additional 300,000 units needed to be replaced. During this year, however, only 85,000 units were constructed. With the population of greater Cairo projected to grow by more than 70 percent over the next 20 years, the city faces an enormous challenge to maintain even the current level of rudimentary, and often malfunctioning, services.

The following article was adapted from the statement of the Egyptian Delegation to the International Conference on Population and the Urban Future. The statement was delivered by Mohamed Zaghloul Kamel, the first Under-Secretary of Egypt's Ministry of Planning.

One in five Egyptians lives in Cairo, one of the most densely populated cities in the Arab world, with a population of 9 million.

Egypt's 1980 population was 42 million, with 9 million, or 21 percent, residing in metropolitan Cairo. If urbanization and population growth continue at the current rate, by the turn of the century the population of metropolitan Cairo will reach 15 million, 23 percent of a total population of 66 million. The population of Alexandria, the second largest city, is now about 2.3 million and is increasing by about 55,000 people annually. It is projected that by the year 2000 Alexandria's population will be 6 million.

Throughout the country, the urban population represents about 44 percent of the total population, which is concentrated along the Nile Valley in about 4 percent of Egypt's total area (1 million square kilometers). Cairo's average density is 26,000 inhabitants per square kilometer, but it reaches 109,000 in some areas—one of the highest densities in the world. Immigrants from rural to urban areas usually concentrate in the peripheral edges of Cairo and the big cities, due to the common environments and circumstances of such communities. If these settlement patterns continue, they will take over about 15 percent of the total cultivated area by the year 2000.

Egypt's high rate of urbanization, due to both natural increase (births in excess of deaths) and rural-to-urban migration, has led to increasing economic and social problems, nationally as well as regionally. The growth rate of the population exceeds that of national plans and projects, and any augmentation of the Gross Domestic Product is dispersed under the pressure of the large numbers of new consumers. Urban amenities such as public utilities and basic services have become ineffective in the face of new restraints.

New migrants account for about 40% of Cairo's annual growth.

Urban Growth Policies

The Egyptian government has implemented a number of policies designed to curb the urban growth rate and to remedy the conditions which have led to the rapid growth of cities. Of great importance is reduction of the natural growth rate, which has been an effort of the private sector as well as the government. Programs include direct means such as family planning services and indirect means such as social and economic development plans, as endorsed by the International Conference of Parliamentarians on Population and Development, held in Colombo, Sri Lanka in 1979.

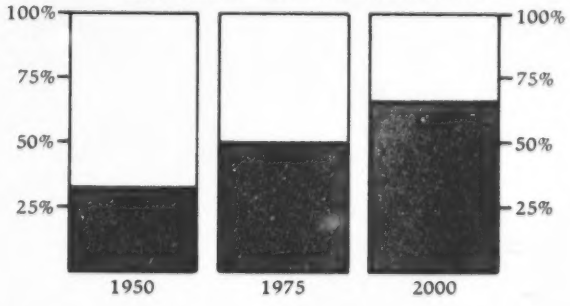
Egypt

Total Population (mid-1981)	44 million
Population Doubling Time	23 years
Population in the Year 2000	65 million
Population Under Age 15	41 percent
Average Number of Children per Woman	5.3
Population in Urban Areas	45 percent
Urban Population Doubling Time	20 years

Emphasis has also been placed on rural development, with the goal of raising the standard of living for farmers and providing them with basic services and expanded work opportunities. Policies to guide and rationalize the location of employment opportunities will be formulated to overcome problems associated with seasonal work and underemployment in both urban and rural areas. Development plans for smaller cities will improve living conditions, including social, recreational and cultural opportunities.

Finally, a strategy to redistribute the population will encourage people to live in the non-populated areas outside the Cairo and Alexandria regions, on land which is rich in minerals and oil resources and is suitable for reclamation. Seven new cities will be established; three are already under construction. New industrial projects, meanwhile, are prohibited in or near large urban areas. At the same time, an effort will be made to reduce the pressures to migrate to cities by raising the standard of living of farmers and providing them with new employment opportunities and basic services.

Proportion of Urban Population in North Africa and the Middle East



Source: United Nations

China: Planned Regulation and Control of Population

Editor's Note: The People's Republic of China, the world's most populous country, contains three of the world's largest cities: Shanghai, fourth largest in the world; Beijing, seventh; and Tianjin, 28th. In addition, China has at least 30 cities of more than 1 million people. Faced with the potential for unmanageable urban sprawl, the Chinese government has made a concerted effort to control and direct urban growth over the past three decades. Among the key policies implemented by the government are: the establishment of new industries outside of large urban areas, the resettlement of urban youth in rural areas, a strong family planning program to limit population growth, and improvements in the quality of rural life in order to discourage migration to urban areas.

Most observers agree that the Chinese have done a remarkable job in transforming the crime-ridden, overcrowded slums of the pre-revolutionary era into orderly, clean communities with decent housing and basic sanitary facilities. Since 1949, much of Shanghai has been rebuilt—the housing stock has been completely replenished and piped water, sewers and electricity are available to all residents. The automobile congestion typical of most cities is absent in Shanghai, where most residents use bicycles and buses as their major means of transportation.

China's accomplishments have demonstrated that governments can have an impact on urban growth and can promote industrialization and socio-economic progress without necessarily encouraging the growth of mega-cities. Nevertheless, the United Nations projects a 66 percent increase in Shanghai's population and an 83 percent increase in Beijing's over the next 20 years, suggesting that China faces some of the same pressures toward urbanization as other developing countries. The results of China's population policies may influence the future policies of many countries.

The following article is based on statements of the Delegation of the People's Republic of China to the International Conference on Population and the Urban Future. Han Zheyi, the Vice-Mayor of Shanghai, delivered the statements to the Conference.

Since the founding of the People's Republic of China, tremendous changes have taken place in the major cities of Shanghai, Beijing and Tianjin, and great progress has been made economically, politically and culturally. On the other hand, the population of these cities has also grown rapidly. Shanghai, with a population of more than 10 million, has become one of the largest cities in the world, while Beijing and Tianjin have a population of 8.7 million and 7.4 million respectively. All three cities have faced the urban problems linked with population increase.

It was not until the late 1950's that we began to feel the pressures of population growth, the result of the substantial improvement of people's livelihood, plus a fairly high birthrate and a sharp drop in the mortality rate. But there was another cause of the high growth rate—the lack of a correct approach toward the relationship between population growth and economic development, and the absence of a general awareness of the pressure of increasing population on economic development. Hence, no definite population policies were laid down. Some social welfare measures such as allocating more housing space and giving more subsidies to big families even encouraged people to have more children.

The general practice of planned parenthood began to attain good results by the mid-1960's, however, and, as a result of municipal and individual efforts, the rate of natural increase has been steadily declining since then. Shanghai's birthrate decreased by 47 percent between 1964 and 1979; in 1979, its birthrate was 12 births per 1,000 people, and its death rate was 6 per 1,000 people, resulting in a rate of natural increase of 0.6 percent. Furthermore, population density in Shanghai's downtown area has been reduced from 50,000 people per square kilometer in 1949 to 37,000 at present. At the same time, Shanghai's industrial output has increased 23 times over the 1949 level.

The remarkable achievements we have made prove that the planned regulation of population which began in the late 1950's has been successful. We have put our efforts mainly on planned parenthood and rational distribution of population.

Policy Recommendations

In dealing with problems of urban population, we have arrived at some preliminary conclusions, drawing on our experiences in this work:

Population growth in cosmopolitan cities must accommodate to economic development. Since liberation, Shanghai, Beijing and Tianjin have undertaken strenuous efforts to carry out socialist transformation and construction, with emphasis on production. Overgrowth and high density in population have caused difficulties in employment, housing, communications, market supplies, service facilities and city planning. We have come to realize the importance of maintaining a balance between population growth and economic development.

China	
Total Population (mid-1981)	985 million
Population Doubling Time	59 years
Population in the Year 2000	1.2 billion
Population Under Age 15	32 percent
Average Number of Children per Woman	2.3
Population in Urban Areas	25 percent
Urban Population Doubling Time	23 years

Consequently, we have come to be more self-conscious about regulating and controlling population growth according to plan, thus effecting its gradual adjustment to conform to the level of material production. Only in this way can we provide job opportunities for the new labor force, raise the living standards of the people, speed up reconstruction of old cities and push forward new urban construction.

Population growth must be regulated and included in city planning efforts. Planned regulation and control of population include two aspects: natural growth and mechanical changes. Since 1963, planned parenthood programs have made progress in both the cities and the countryside. The key to making planned parenthood a real success lies in the implementation of correct policies and measures. Fertility behavior is often influenced by traditions and customs. For several thousand years, in the matter of childbearing, there have existed among the Chinese people such feudal and backward ideas as "more sons—more happiness," "the obligation of carrying on the family's male line" and "superiority of men over women." Such ideas all have deep economic roots. Our policies are to change these backward traditions and the various factors involved.

To carry out planned parenthood, we must attach great importance to publicity and education in order to strengthen people's sense of responsibility to society so that they practice planned parenthood voluntarily. It is also necessary to adopt various measures of encouragement and restriction, including economic ones. These measures will guide individuals to keep their behavior in harmony with social needs and to help eliminate contradictions and obstructions arising from the implementation of planned parenthood. It goes without saying that this program will require a considerable sum of money,

but compared to the overburden caused by excessive population increase, such an investment will be greatly conducive to the development of the national economy.

This decade the population of Shanghai is expected to rise, due to further expansion of the economy and more young people reaching marriageable and childbearing age; publicity and education work has to be done to popularize family planning and to encourage couples to have only one child. The planned regulation of the city's population should be in line with the development of the city's economic construction. Population problems should be solved in coordination with job arrangement, housing, transportation, commercial networks, cultural and recreational facilities, and landscaping of the urban districts.

Neighboring Hong Kong is almost as populous as Tientsin.

Guided by the relevant policies of our government, we have actively pushed forward this work through channels of publicity and education, medical guidance, scientific research, medical treatment (including more effective contraception and better medical facilities for the termination of pregnancy), social insurance and financial subsidy, and have obtained remarkable results. Family planning has gradually become a common practice in the society. The pattern of population reproduction in the three major cities has changed from one of high birthrate, low death rate and high natural growth rate to one of low birthrate, low death rate and low natural growth rate.

Rational distribution of population is central to urban planning. It is also very important to regulate the mechanical changes of population, and to control the improper influx of population to the big cities. It is noteworthy that the unchecked influx of immigrants is a major cause of the rapid swelling of urban population in many cities of the world. Such a phenomenon also appeared in Shanghai in the early 1950's, as the city's economy improved. Therefore, in the mid-1950's, we began to exercise control on population interflow. We also persuaded many inhabitants to move to other cities or to the countryside. More than 1.8 million workers, technicians and educated youth transferred to other regions over the past 30 years. Since the mid-1950's, the number of emigrants has always exceeded that of immigrants, except for one or two years.

More important than administrative measures is the gradual improvement of economic conditions in the countryside. Hence, we promote a diversified economy and develop industry, commerce, culture, education and health work in the rural areas. This will cause the differences between big cities and rural areas to gradually diminish.

Since the late 1950's, 12 satellite towns have been built in Shanghai's suburban districts and outlying counties, scattering factories as well as people out of the city proper. Service facilities in these new towns cannot yet meet the daily needs of the inhabitants, however, so the number of people willing to reside there permanently is still small.

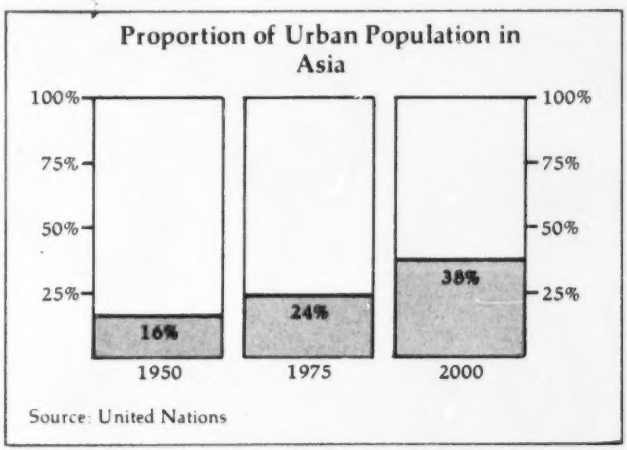
Population investment must be increased, and population quality upgraded. The qualitative texture of population in the three major cities has been greatly improved in the past 30 years. In Shanghai, for example, between 1951 and 1979 maternal mortality was reduced from just under 30 deaths per 1,000 births to just under 3, and infant mortality from 340 deaths per 1,000 births to 140. The average life expectancy increased from 44 years to 73 years.

The quality of our population at present is far from able to meet the needs of our modernization program, however. We shall further strengthen child-care and health work, increase investment in science and education, develop collective social welfare enterprises, improve environmental protection, and raise the quality of the

population with the aim to create new and higher productivity for continuous economic growth.

The Challenges Ahead

Although we have accomplished much in planned regulation of population growth and economic development, there still exist many problems: the high density of population in cities; insufficient environmental protection; overcrowded housing; traffic congestion; unemployment; and inadequate social services. Nevertheless, we look to the future of our cities with full confidence. We will overcome our weaknesses and develop our strong points and, in due course, transform and reconstruct our cities into efficient, clean and beautiful modern socialist cities with advanced industry, science, culture and foreign trade, and with distinct national style and cultural tradition.

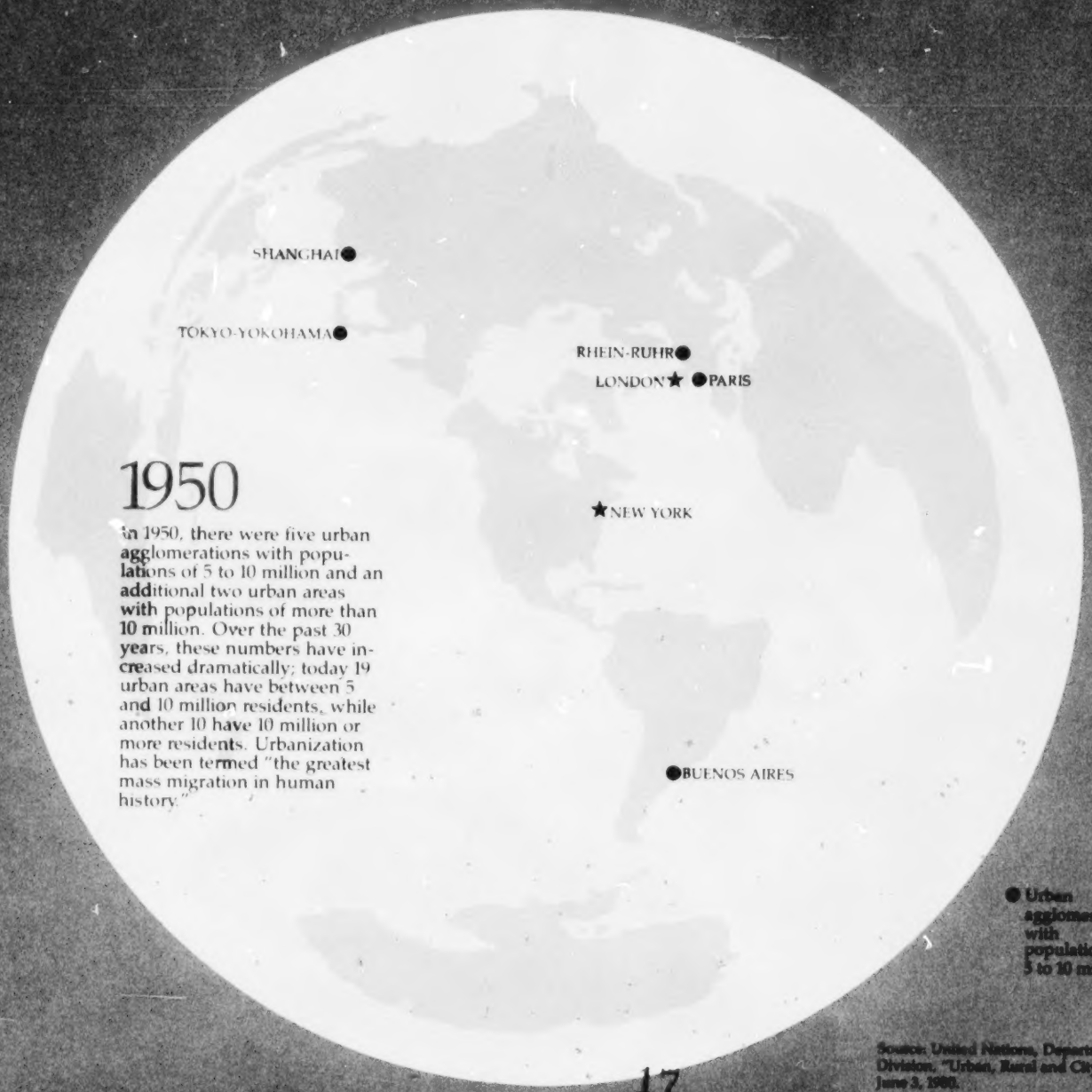


At current rates of population growth, India's population of 689 million will surpass China's population of 985 million by the year 2018.

The Urban Explosion

Major Metropolitan Areas — "Supercities" — Are

By the turn of the century, slightly more than half of the w



1950

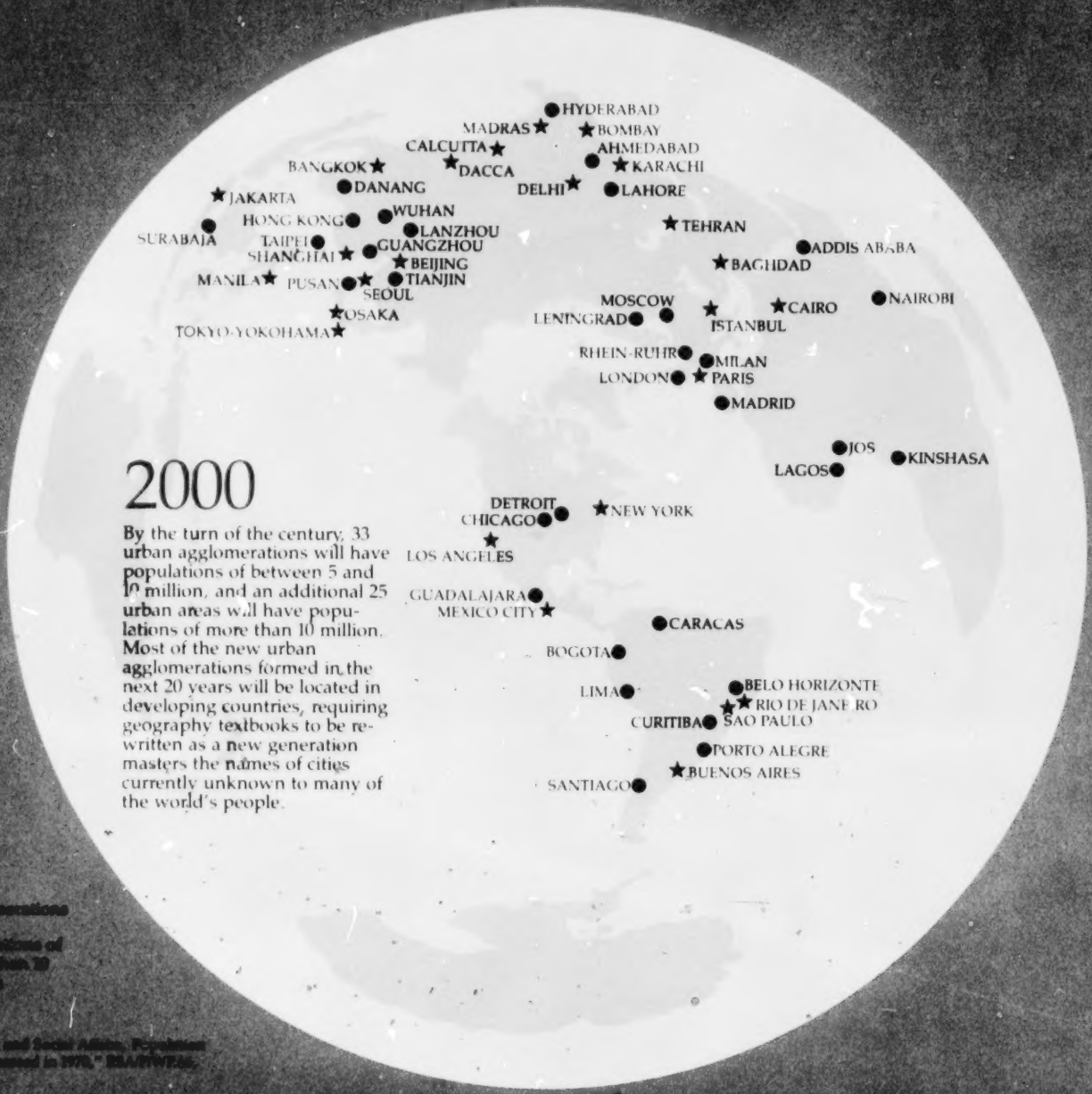
In 1950, there were five urban agglomerations with populations of 5 to 10 million and an additional two urban areas with populations of more than 10 million. Over the past 30 years, these numbers have increased dramatically; today 19 urban areas have between 5 and 10 million residents, while another 10 have 10 million or more residents. Urbanization has been termed "the greatest mass migration in human history."

● Urban agglomerations with populations of 5 to 10 million

Source: United Nations, Department of Inter... Division, "Urban, Rural and City Population," June 3, 1980.

Emerging and Growing at an Alarming Rate

rld's population will live in urban areas.



By the turn of the century, 33 urban agglomerations will have populations of between 5 and 10 million, and an additional 25 urban areas will have populations of more than 10 million. Most of the new urban agglomerations formed in the next 20 years will be located in developing countries, requiring geography textbooks to be rewritten as a new generation masters the names of cities currently unknown to many of the world's people.

★ Urban agglomerations with populations of more than 10 million

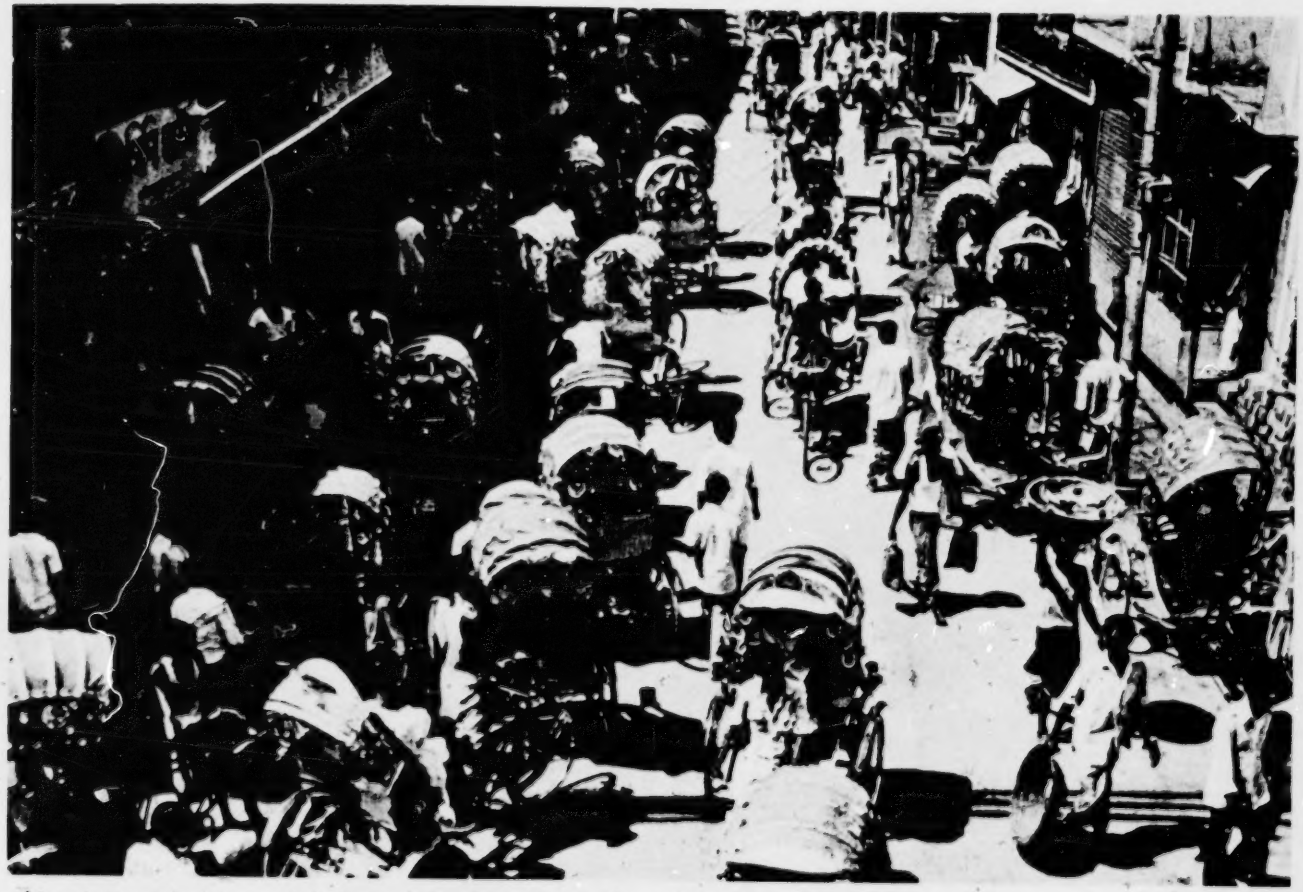
[illegible] and Social Affairs, Population As Assessed in 1978," ESA/P/WP.65,

Bangladesh: Planning Intermediate Growth Centers

Editor's Note: Bangladesh's population is still predominantly rural, although urban areas are growing rapidly and are expected to double in size in just 11 years. By the end of the century, Dacca's population of nearly 2 million is projected to shoot up to 10.5 million people, making it the 25th largest city in the world.

This rapid urban growth will be largely propelled by migration from rural areas, which are already overcrowded and overcropped. The urban areas, however, lack the necessary infrastructures and political institutions to assimilate large numbers of people. Bangladesh is one of the world's most densely populated countries and also has one of the lowest per capita income levels. Unemployment approaches 40 percent in both urban and rural areas. About one-third of Dacca's residents live in shantytowns and lack basic services.

The article that follows was drawn from the statement of the Delegation of Bangladesh to the International Conference on Population and the Urban Future. The statement was prepared by the Population Planning Section and the Physical Planning and Housing Section of the Bangladesh Planning Commission, and delivered by the Mayor of Dacca, The Honorable Abul Hasnat.



Although Bangladesh is one of the least urbanized countries in the world, its city populations are doubling every 11 years.

The current level of urbanization in Bangladesh—approximately 10 percent of a total population of 90 million—is still low compared with most of the developing countries of the world. Urban growth has been extremely rapid, however; from 1960 to 1980 the urban population more than tripled. By the turn of the century it is expected to exceed 32 million, almost one-third of the total population.

Much of this growth is attributable to the fact that the agricultural sector cannot absorb any further population, and non-agricultural employment is available only in urban areas. Almost half of the rural population, furthermore, is practically landless. These factors, along with natural calamities such as the floods, cyclones and shifting river beds which displace thousands of rural people every year, contribute to rural-to-urban migration.

The population of Dacca, the capital, has quadrupled since 1971, creating problems of unmanageable proportions. Housing, transportation, employment opportunities, and educational and health facilities are pitifully inadequate. Over one-third of Dacca residents live in poor clusters within urban areas; density is as high as 2,000 persons per acre. An estimated 70 to 80 percent of the city dwellers in Bangladesh cannot afford even the lowest cost of the smallest unit of conventional housing.

Lack of adequate city services, such as safe piped water and a drainage system, leads to serious health and sanitation problems. The heavy concentration of poor people reduces the scope for any significant increase in the tax base, limiting the ability of municipalities to provide safe water, arrange for proper sewage disposal, and furnish other basic services.

Transportation provides an essential link between the place of living and employment, and between the producers and users of goods and services. Urban expansion increases the average distance between these places, however, causing the expenditure of ever more time and money in travel. The number of motorized vehicles has not kept pace with urban growth, and many poor people have no alternative to walking. It is estimated that over 80 percent of Dacca's urban poor travel to their work on foot. Mechanically-powered rickshaws are becoming more cost-effective, compared with other motorized vehicles, but they create serious traffic problems.

In developed countries urban people are healthier than their rural counterparts because of greater access to medical services. In Bangladesh the overall urban mortality rates are only marginally lower than those in rural areas. Furthermore, mortality rates for the urban poor are higher than the national average. One study found that only 17 percent of the urban poor had access to medical facilities. In the face of severe resource constraint, it seems extremely improbable that adequate medical facilities for the projected size of the city's population by the year 2000 can be made available.

Urbanization leads also to the expansion of industry and the introduction of new technologies, often at the expense of the environment. Problems related to environmental pollution have only recently been recognized, and effective pollution control measures have not yet been undertaken. The growth of urban population is likely to make control of environmental pollution very difficult.

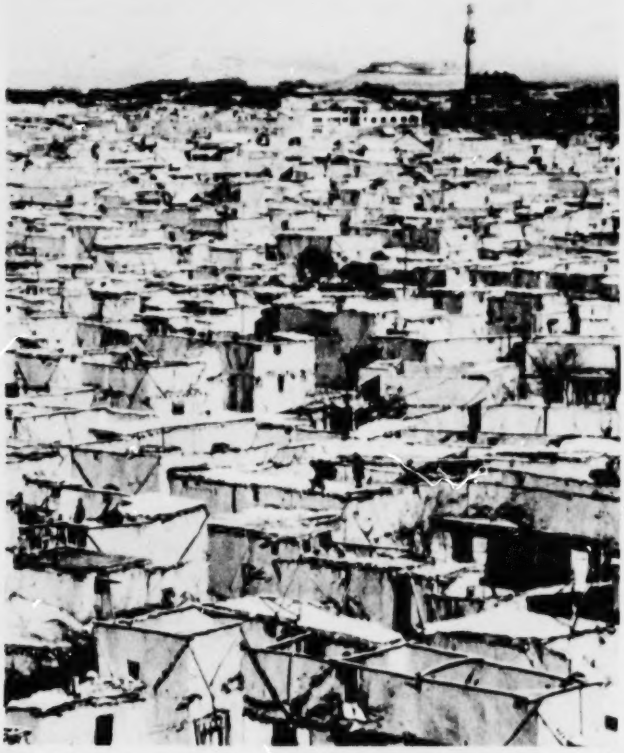
Urban Growth in Developing Countries

Four major characteristics distinguish developing countries from those countries already industrialized at the time of most rapid urbanization:

- The growth of urban population in the developed countries took many decades, permitting gradual development of economic and social infrastructures and political institutions to deal with the transformation. Urbanization in the developing countries, however, is proceeding too quickly to allow the development of these infrastructures and institutions.
- During their period of urbanization, the developed countries had a far smaller population and a far lower overall rate of population growth than the developing countries have now.
- The major contribution to urban growth in the developed countries was migration, determined mostly by the "pull" of urban areas—economic opportunities provided by industrial development, trade and commerce, modern technology and large-scale development of human resources. In contrast, the "push" factors caused by rapid population increase—the inability of available resources in rural areas to sustain the population—have played a more significant role in the developing countries. Further, the urban-rural fertility differential in developing countries has been generally low, and in some countries urban fertility has actually equaled or exceeded rural fertility.
- While in the developed countries the process of urbanization led to changes in the lifestyles and attitudes of the vast majority of migrants, urbanization in the developing countries has not led to an urban way of life for the vast majority.

The growth trend of urban areas in Bangladesh indicates the emergence of some 20 cities, one (Dacca) with a population of more than 5 million and five others with populations of 1 to 2 million. These cities will compare with large metropolitan cities of developed countries only

Bangladesh		
Total Population (mid-1981)	93	million
Population Doubling Time	27	years
Population in the Year 2000	156	million
Population Under Age 15	43	percent
Average Number of Children per Woman	6.3	
Population in Urban Areas	11	percent
Urban Population Doubling Time	11	years



In Kabul, as in many Asian cities, housing space is at a premium.

in their number of residents—not in terms of their physical infrastructure, services or modern amenities. The nation must find the means to provide a minimum level of services and improve the standard of living in urban areas, while containing their size within manageable limits.

Rapid population growth has been declared the number one problem of the country because of its adverse effects on development efforts in general, and on food, clothing, shelter, health and education in particular. The current growth rate is very high, 2.7 percent annually, with a birth rate of 43 per 1,000 people and a death rate of 17 per 1,000 people. Furthermore, with almost half of the population under the age of 15, there is a large potential for future population growth because an increasingly greater number of females will enter reproductive age every year. (In comparison, 27 percent of people in the developed countries are under 15 years of age.)

The young population, the high infant mortality rate, mass illiteracy, superstition and religious dogma make the prospect of a rapid fertility decline very unlikely. It will indeed require the very effective implementation of a comprehensive and dynamic family planning program to lower the rate of population growth.

Solutions to Urbanization Problems

To cope with the problems of rapid urbanization, we are adopting policies, strategies and programs in three broad areas:

- the reduction of population growth rates in urban and rural areas;
- the development of an urban settlement system with wider and more equitable distribution of urban growth and containment of larger cities within manageable limits; and
- the improvement of infrastructures and services in urban areas.

We have made some progress in each of these areas, but much more remains to be done.

In regard to the goal of reducing population growth rates, we are endeavoring to provide greater access to family planning information, education and suitable contraceptive services to all couples who want to restrict their family size. In addition, we will adopt social, economic and legal measures designed to create an atmosphere of universal acceptance of the small family norm and to make contraception socially acceptable.

The second Five-Year Plan delineates a population distribution strategy to prevent the emergence of large urban agglomerations by creating "counter-magnets" to attract people away from the larger cities. New growth centers at the thana and sub-thana levels are planned. Designed to stimulate economic growth and development in rural areas, they will encompass: the provision of infrastructural facilities such as transportation linkages and electricity; access to capital and technology; employment and economic opportunities; and community services including health, education and family planning. They will also cater to the development needs of the rural community by providing support services for fertilizer, pesticides and improved seed banking facilities.

Along with these centers, the planning strategy will seek to promote investment, development programs, and government projects in a larger number of cities and towns of all sizes distributed throughout the various regions of the country.

To discourage rural-to-urban migration, integrated rural development efforts will be implemented, emphasizing accelerated agricultural production; rapid generation of income and employment through small industries, cottage industries and training programs; reduction of inequality and poverty; promotion of social and cultural aspects of rural life; and greater participation of rural people in planning and development. Local participation in these programs will be ensured through the formation of village-level organizations within the hierarchical system of local government.

Decentralization of industry is another policy objective intended to influence the pattern of urban growth. Although Bangladesh's industrial base is very small and represents only 9 percent of the Gross Domestic Product, it nevertheless plays an important role in our society by providing essential consumer goods and key inputs for agriculture. It also has the potential to provide employment for many people who are presently unemployed, as well as for new generations of job-seekers entering the labor market. The goal is to promote self-reliance by maximizing the use of local raw materials and local skills.

The projected tripling of Bangladesh's urban population by the turn of the century poses both a challenge and an opportunity. Schools, shops, hospitals and public housing will be needed for an additional 23.5 million urban residents. Transportation systems, public utilities and social services will have to be extended to three and a half times as many people just to keep up with present standards, inadequate as they are. At least three and half times as many jobs will have to be created. The resources, money, skills and institutions required to meet these needs will be extremely difficult to mobilize. However, these problems, though appearing to be intractable, need not paralyze us into inaction.

We should remember that most of the developed countries lost this opportunity to control and direct population growth in the early stages of their development; today, they are trying hard to achieve these objectives through various complex and costly measures. Even modest success of our policy measures to limit population growth and direct distribution patterns will result in more manageable urban centers distributed more evenly throughout the country. This in itself will be a worthwhile accomplishment that will benefit millions of people —both those living today and future generations.

Italy: Illegal Construction Hampers Basic Services

Editor's Note: Rome, one of the world's oldest cities, has grown rapidly since 1950—an 80 percent increase over a 30-year period. Much of this growth occurred as a result of the establishment of illegal settlements and factories. Consequently, it was largely unplanned and unrecognized by the relevant government agencies. It is estimated that 30 percent of the housing units built in the past few decades were illegally constructed, many of them inferior dwellings with limited access to social services.

Rome's zoning regulations and overall city plan have been subverted by the construction of illegal homes and factories. The government is now trying to promote more orderly growth patterns and to provide improved housing for low-income families while preserving historically significant buildings.

The article that follows was adapted from the statement of the Italian Delegation to the International Conference on Population and the Urban Future. The statement was delivered by Marino Corder, Italy's Under-Secretary of Internal Affairs.

The city of Rome illustrates the contradictions in Italy's economic development. Rome is located midway between the country's most developed region and its southern regions which, even today, lag behind the rest of the country in economic development. In 1870, the year Rome became capital of Italy, it had a mere 180,000 inhabitants; 100 years later, this figure had increased seventeenfold. The period of greatest growth occurred from 1950 to 1970, when the city's population grew at an average rate of 60,000 inhabitants per year and some years by as much as 80,000.

In 1951, Rome had 1 million inhabitants, although only 15 percent of the land was built up. The vast expanse of land coupled with the low percentage of built-up areas during the period of the first large population increase explains why the city grew and developed without the benefit of appropriate planning.

Today Rome, with a population of just under 3 million, is the largest city in Italy and is also the city with the largest land area, more than half of it built up. The city accounts for only 5.6 percent of the total urban popula-

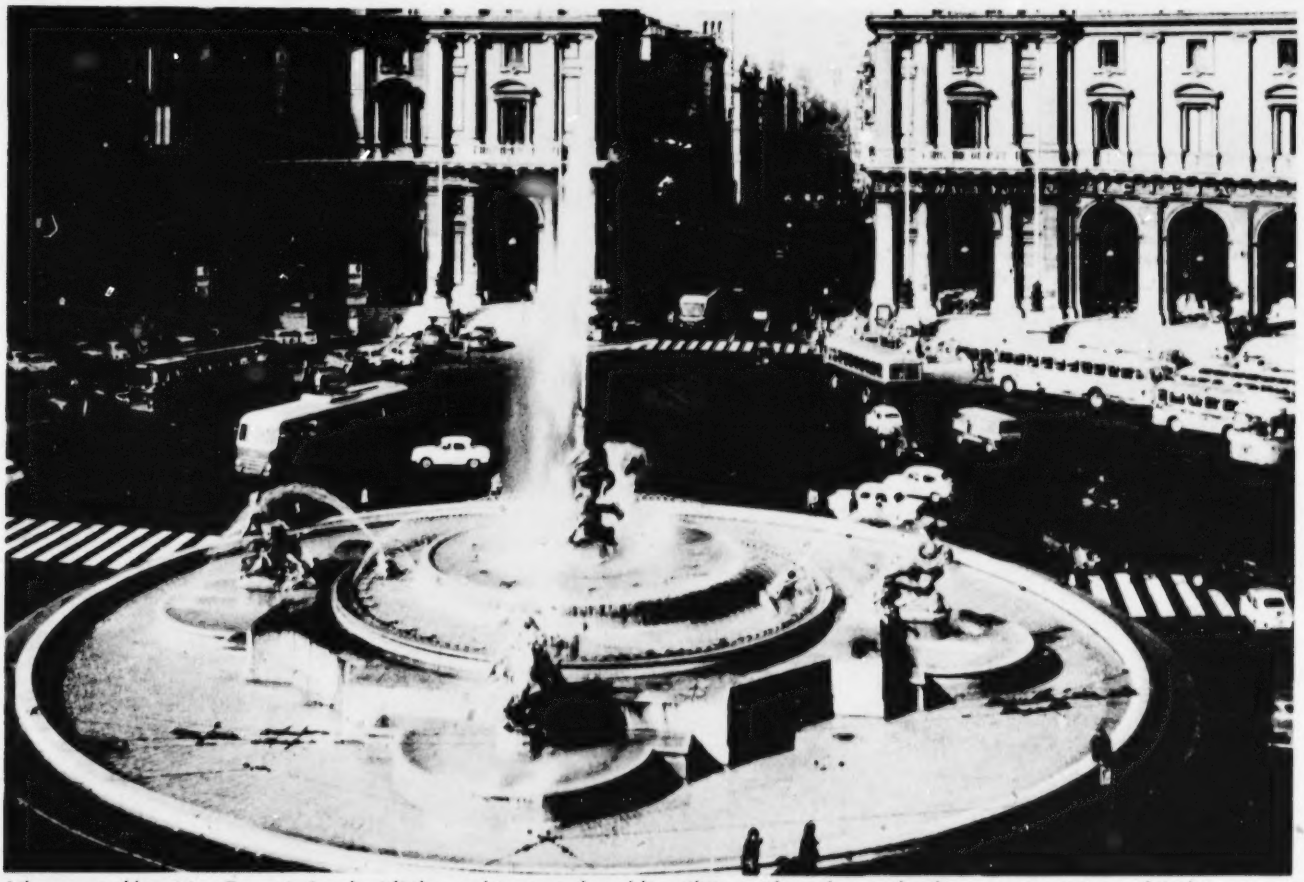
tion of the country, however, due to the distribution of large and medium-sized cities throughout the country.

Planning for Residential Areas

In 1964, a public housing construction plan was drafted to meet the needs of lower-income groups. It provided for the development, over 10 years, of about 740,000 units distributed throughout 64 new working-class districts. Developments were designed to house from 4,000 to 30,000 residents. The placement of the developments was made according to two different criteria: the need to restore the dilapidated areas which had grown spontaneously; and the need to build districts which were self-sufficient in services.

At the end of the 10-year period which the government had alloted for the program, only 25 percent of the projects were completed or underway due to the lack of government funds for public housing as well as the lack of political commitment to allocate what little monies were available. This meant that large numbers of immigrants who came from the southern regions (workers without specific vocational skills) had no chance to obtain housing unless they moved into the illegal buildings located outside the construction zones circumscribed by the Urban Plan, or moved into zones intended for agricultural use. The sale price of these zones was considerably lower than the price of the construction zones stipulated by law.

The lack of services is the most dangerous consequence of illegal construction for, when such construction takes place, services are supplied to single buildings and only rarely to facilities used by the general public. Roads are



Like many older cities, Rome is faced with the need to upgrade public utilities with modern technology, an expensive undertaking.

Italy		
Total Population (mid-1981)	57	million
Population Doubling Time	289	years
Population in the Year 2000	57	million
Population Under Age 15	22	percent
Average Number of Children per Woman	1.7	
Population in Urban Areas	69	percent
Urban Population Doubling Time	94	years

unpaved and thus constitute a major source of dust pollution. Additionally, the lack of a rainwater collection system coupled with meager underground drainage facilities often cause flooding and slippery road conditions, making access to roads more difficult.

The fact that there is no public sewer system has caused widespread proliferation of septic pits, in which the putrescible waste is left to sink into the ground. This causes pollution of the soil which is particularly dangerous in areas where lack of a water supply system has caused households to rely on water from their own well.

Solid waste disposal is another area of concern. The Municipal Roadworks Service confines itself to the pick-up of household trash. However, the scattered distribution of buildings and difficulty of access do not allow for trash to be picked up at each building nor on a daily basis. Residents dump their trash into piles near main thoroughfares so that the public trash collection service can pick it up there.

Worksites are often located near residential areas, impairing the latter's fitness for habitation. This happens mainly in areas with metalworking shops, carpentry shops, body shops, and establishments where animals are kept or sold.

There are numerous illegally constructed developments throughout the city in clusters of various sizes, ranging from 1,200 to 20,000 inhabitants, in the very districts lacking public services and infrastructure. The buildings in some of the settlements are of substantial economic value; many are multi-story buildings made of reinforced concrete. Others are of low quality, for example single-story dwellings built of stone. The population density ranges from 80 to 300 inhabitants per hectare, which prevents constructions of a uniform nature.

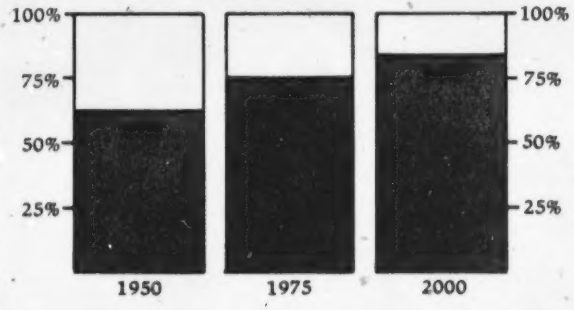
The Current Situation

After 1978, Rome, like other cities of the industrialized world, experienced a sharp decline in its growth rate, from 3.2 percent per year between 1951 and 1961 to 2.7 percent per year between 1971 and 1979. Increases in population by births alone were reduced by almost half, dropping from an average of more than 23,000 births per year to about 12,000 per year. Population mobility also decreased, a trend first noted in 1970. In spite of this, the suburban areas have continued to expand, especially insofar as illegal construction is concerned.

This trend is no longer due to immigration, as was the case during the past 20 years. Rather, it is a result of the displacement of people from the inner city. Furthermore, it is impossible for the growing numbers of middle-income persons to find legal housing because of the high cost of constructing private housing and because of interest rates on loans. Another trend involves the development of illegal industry and handicrafts. Approximately 700 hectares of agricultural land were taken over by these activities between 1962 and 1980.

In 1870 (the year which marks the beginning of urban planning studies for the capital), the government decided that Rome would be the political, but not the industrial, capital of the country. This decision was supported by the Fascist government, which in 1941 directed that a maximum of 1,400 hectares be used for industrial purposes under the provisions of a special law. The industrial activity was limited to the production of war machinery. It was only when the Regions were established in 1970 that it became possible to get around these restrictions. Currently, the municipality of Rome is tackling the problem of standardizing these illegal industrial installations throughout Rome to expand the city's production base and divest it of its purely tertiary character. Thus, an effort is being made to accommodate the rapid growth of the past while working to improve the quality of life for all residents.

Proportion of Urban Population in Western Europe and North America



Source: United Nations

The Philippines: Integrated Planning for Balanced Urban Growth

Editor's Note: The Philippines has experienced rapid urbanization since 1950, especially in Manila, its capital city. About 40 percent of Manila's phenomenal growth over the past three decades has been attributed to migration from rural areas. Industrialization and economic development have not kept pace with the rush of newcomers, and the resulting unemployment and housing shortages have forced most of the migrants into congested slums and shantytowns.

More than one-third of Manila's residents are estimated to be living in slums and squatter settlements, many of them located along garbage-filled drainage canals which cause flooding during severe storms. Most of these slum-dwellers lack basic services such as water and sanitation, and the situation appears to be worsening. Recent efforts to relocate slum dwellers outside the cities have met with mixed success, mainly due to the high cost of transportation to workplaces in the city.

As Manila's population has soared, so has its crime rate. In 1974, 87 percent of all reported crimes nationwide occurred in metropolitan Manila. An analysis of the causes of the Manila-area rate of murder and other homicides—abnormally high even by international standards—found a major factor was the social effects of rapid population growth and high population density; an increase in the police force was considered to be an ineffective deterrent, given this volatile social situation.

This article is based on the statement of the Delegation of the Philippines to the International Conference on Population and the Urban Future. Filologo Pante, Jr., Assistant Director General of the Philippines' National Economic and Development Authority, delivered the statement.

Philippines	
Total Population (mid-1981)	49 million
Population Doubling Time	29 years
Population in the Year 2000	78 million
Population Under Age 15	43 percent
Average Number of Children per Woman	5.0
Population in Urban Areas	36 percent
Urban Population Doubling Time	17 years

The proportion of the Philippine population living in urban areas has nearly tripled in the past 80 years, from 13 percent at the beginning of this century to 36 percent in 1980. During this period, the number of people living in urban areas multiplied seventeenfold. Today, an estimated 17 million people live in urban areas. This number is expected to reach 30 million by the year 2000.

While migration from rural areas has been an important component of urban growth, it has not been the principal one. Natural increase accounted for 54 percent of total urban growth in the 1960's and 1970's; a combination of reclassification and migration accounted for the rest. The experience of individual cities has been varied, however. In general, big cities did not grow as rapidly as small ones, since their growth was generated largely by urban in-migration. Small cities tended to grow faster due more to natural increase than to in-migration.

Philippine urbanization has been marked by increasing primacy. Metropolitan Manila, the country's largest city, has more than quadrupled in size since 1950. Its share of the national urban population expanded from 26 percent in 1903 to an estimated 37 percent in 1980. Due to the growth of other urban areas, this proportion is expected to decline to 30 percent by the year 2000.

The phenomenon of primacy has been the cumulative consequence of historical, demographic, political and socio-economic factors. More importantly, it may also have resulted from growth policies which unintentionally and indirectly favored the premier city. Accordingly, the government has adopted a strategy to compensate for such effects. This strategy includes the reduction of sharp regional disparities, the socio-economic integration of regions, and the avoidance of national economic policies likely to contribute to undesirable population distribution patterns. An important ingredient in this strategy is the improved management of cities. Specific examples are the thrusts toward decentralization of planning, regional budgeting, dispersal of industries, investments and employment opportunities, integrated rural development, and the shift from an import substitution industrialization strategy to an export-oriented one.

United Nations figures indicate that by the year 2000 Metro Manila will have a population of close to 13 million and will have moved up the ladder of the world's 30 largest agglomerations from number 25 in 1975 to number 18. We think these projections may be on the high side, as they may not have been based on the latest

Manila has more than quadrupled in land area since 1950.

demographic data available. According to the 1975 Philippine census and the 1978 World Fertility Survey, the fertility trend in the Philippines began to register a reversal in the 1970's. Thus, whereas two years ago we projected that the population would reach 80 million at the close of this century, we now project that it will be close to 70 million. Had the trend of the 1960's continued, we would have had to think in terms of at least 100 million. Considering this recent demographic trend, we believe Metro Manila's population in the year 2000 will be closer to 10 million than 13 million. This nevertheless represents a doubling of the 1980 level, and we cannot ignore the problems that this entails.

Manila's old, narrow streets are congested by increased traffic.

Urban Growth and Development

For Philippine national planners, the issue of urbanization is closely intertwined with the country's development objectives, particularly those of reducing (and if possible eliminating) poverty and attaining a more equitable distribution of income and wealth. National studies have shown a close association between interregional disparities in urbanization and differences in levels of industrialization and family income, or, in broader terms, between the spatial concentration of population and economic activity. The challenge that confronts planners in the Philippines, therefore, is not rapid urbanization *per se* but unbalanced urbanization. The central questions that planners face are: What patterns of urbanization and spatial development will contribute to the achievement of national development objectives? What policies will ensure that the desirable patterns of urbanization and spatial development are reached?

On a practical note, our delegation would like to highlight the importance of comprehensive and integrated planning—more specifically, the integration of population growth and distribution trends into the planning process. We would like very much to adopt such an approach and have in fact started to actively advocate it at various planning levels. However, there are still some obstacles to be overcome. For instance, the present state of knowledge regarding population and development processes and their interrelationships is still quite weak.

Moreover, currently available knowledge, though suggesting possible relationships, does not seem to be conclusive, nor in a form which could be operationally useful for planning purposes. We also lack the technical manpower necessary for the integration of population and spatial factors into the development planning process. We must learn more about population and development dynamics and we must improve planning capabilities at all levels, from national to urban and suburban. We have moved in these directions, although we are aware that they involve considerable cost.

Related to comprehensive and integrated planning is the question of adequacy of data for planning purposes. Discussions usually focus on comprehensiveness and reliability and indeed, there is much room for improvement in these areas. However, we would also like to stress the importance of *timeliness* of data. On many occasions, planners have been criticized for basing plans on information which is near to antiquity. Timely information could greatly improve the accuracy of planning and can aid planners in devising innovative solutions to the problems of furthering socio-economic development.

Zaire: Rapid Growth Ahead

Editor's Note: Since 1960, Africa's principal cities have been growing by 6 to 7 percent annually—about twice the population growth rate. Zaire has the highest rate of urbanization in Africa, with Kinshasa, its major city, having doubled in size in the past decade. It is expected to more than double again by the year 2000 due to the vast influx of rural migrants and refugees from neighboring countries. By the turn of the century, Kinshasa is projected to be the largest city in sub-Saharan Africa, surpassing Lagos, which has a current population of 4.5 million people.

Kinshasa's rapid growth is reflected in the fact that some 60 percent of its people live in slums and squatter settlements, lacking even basic amenities such as running water. Due to widespread malnutrition, infant and child mortality rates are high in Kinshasa, and most slum dwellers lack access to basic health care services. Concerned about these problems, various government and private agencies are studying the problems of urbanization and seeking to learn from the experiences of other nations.

The following article has been edited from the statement of the Delegation of Zaire to the International Conference on Population and the Urban Future. The statement was delivered by Kabena Basua, Urban Secretary of Zaire.

Kinshasa, which has nearly doubled in population over the past 10 years, may be sub-Saharan Africa's largest city by the year 2000.

Kinshasa celebrates its 100th anniversary this year, having grown from a small administrative post established by Henry Morton Stanley on the left bank of the Mebet Pool of the Zaire River to a large sprawling metropolis. In 1881 when it was founded, Kinshasa covered an area of approximately 2.5 square kilometers. At

the time of Zaire's independence in 1960, the city had grown to 55 square kilometers, and only six years later, it had swelled to 1,702 square kilometers. Today, Kinshasa encompasses about 10,000 square kilometers.

As the city grew in physical size, Kinshasa's population also grew at a rapid pace. In 1883, the city's official population consisted of 223 people. Subsequently, the population rose to 12,226 inhabitants in 1920, 400,000 in 1960, and 1.3 million in 1970. At the end of 1980, the population was estimated to be about 2.5 million.

Projections indicate that by 1985 Kinshasa's population will have reached 3.3 million and that by the end of the century it will have grown to 5 million. This population explosion stems from both natural increase and migration and clearly has a multiplicity of consequences for the city and its inhabitants.

In his address delivered at the opening session of this conference, the Executive Director of the United Nations Fund for Population Activities, Mr. Salas, stated: "Demographic factors continue to influence and impact on the nature and characteristics of cities. Not only do these factors determine the kind of services demanded, but also the distribution of the city's limited resources."

Mr. Salas concluded, however, by saying: "In your countries, you have no control over the growth, size or distribution of the population either in the rural or urban areas." It is unlikely that all the city leaders who attended the conference concurred with this assessment.

Kinshasa Meets the Challenge

In Kinshasa, there is a university-connected Department of Population Studies and a National Institute of Statistics, which are located next door to each other. The department is supported by the university and the institute is supported by the university, and the institute is supported by the General Planning Commission. The city relies on studies produced by these two scientific institutes to monitor population movements.

Kinshasa also has a National Birth Center which was founded in 1973. It handles family planning for the population as a whole and is responsible for campaigns to prevent sterility, to control the spread of contagious diseases, and to improve child health care. In addition, Kinshasa has a scientific institute called the Urban Studies Bureau. This is a research institute designed to assist the Executive Council of Zaire in developing and implementing a land and urban development policy.

Kinshasa has considerable experience in increasing the awareness of those directly involved, that is the people who comprise the population. Ignorance can kill. It is important that people be trained in population problems.

Zaire

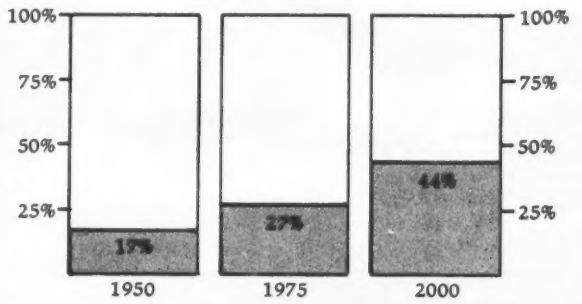
Total Population (mid-1981)	30 million
Population Doubling Time	25 years
Population in the Year 2000	48 million
Population Under Age 15	44 percent
Average Number of Children per Woman	6.1
Population in Urban Areas	30 percent
Urban Population Doubling Time	13 years

The lack of trained demographers limits the opportunities for young cities. In this regard, Kinshasa appears to be heading in the right direction by calling on the Hans Scidel Foundation, a German organization located in Zaire, to provide training in demography for mid-level managers and training in community development for the general population.

It has been noted, during the course of this conference, that cities are the creation of people and it is up to people to find remedies for urban problems. We have come to Rome to share in the experiences of other cities. In order to assure its future, Kinshasa has established sister relationships with other cities, exchanging urban planning experts and government officials with Brabant Province in Belgium and Lusaka, Zambia, to cite but a few examples. As a young city in continuous growth, Kinshasa should benefit from the vast experience of older cities.

This exchange of experiences is essential for the many countries now experiencing the widespread phenomenon of rapid urban growth. One of the final resolutions of this Conference must be increased consultation and cooperation in population problems.

Proportion of Urban Population in Sub-Saharan Africa



Source: United Nations

Indonesia: A Delicate Balance Between People and Land

Editor's Note: The Indonesian government has been concerned about rapid population growth for over a decade and has introduced various programs to influence population distribution patterns, including resettlement to the sparsely-populated outer islands and limitation of migrants to Jakarta, the capital city. Already crowded, Jakarta faces a period of rapid growth due to high rates of natural increase (half of its residents have yet to enter their reproductive years) as well as continued rural-to-urban migration. It is projected that by the year 2000, Jakarta will be the world's tenth most populous city.

Jakarta's situation illustrates the basic dilemma of national and urban planners: whether to encourage migration to urban areas in order to preserve prime farmland and improve the rural people-to-land ratio or to discourage urban migration, since expanding cities themselves are taking over land needed to grow food. The solution favored by Indonesian planners is to encourage high-density urban living along with other population redistribution measures. But the solution creates its own new problems.

Chief among the many concerns that Indonesian urban planners and policymakers must address is that of environmental pollution. Industry and automobiles are primary causes of air and water pollution, but lack of adequate sewage and sanitation facilities, especially in areas of high density, also contributes to the problem. With Jakarta's population expected to double in less than two decades, it will be difficult to ensure an acceptable quality of life for all residents.

This statement, edited for publication, was presented by the Indonesian Delegation to the International Conference on Population and the Urban Future.

Indonesia	
Total Population (mid-1981)	149 million
Population Doubling Time	35 years
Population in the Year 2000	212 million
Population Under Age 15	44 percent
Average Number of Children per Woman	4.1
Population in Urban Areas	20 percent
Urban Population Doubling Time	17 years

New high-density urban housing must be created to absorb most of th

A rough sketch of the situation in Indonesia, especially of Jakarta, will illustrate the unique situation of that region. Of Indonesia's approximately 148 million inhabitants, over 60 percent live on the island of Java, which consists of only 6 percent of Indonesia's total land area.

If we want to avoid the island of Java becoming a desert in the near future; if we want to avoid importing water due to a projected shortage of it around the year 2000; if we want to protect the natural environment of the island, to enable its residents to find it still worth living on; if we want to protect and preserve its cultural and historical inheritance—then we must approach Java's population problems with regard to the environment rather than with regard to urban planning alternatives.

A rural family of five or six persons should have at least three-quarters to one hectare of rice-filled land in order to have a decent life. The present land use of Java

dditional 63 million Indonesians expected by the turn of the century. Rural densities are already too high for optimal agricultural productivity.

is such that no more land can be taken for urban purposes without reducing the amount of land available for food production. In fact, we need to enlarge existing forests, restore extensive critical land areas, and maintain the rice fields as they now are in order to maintain the delicate balance between human needs and nature.

We can calculate that a maximum of approximately 60 million people can live humanely in Indonesia's rural areas. In the year 2000, Java will have to accommodate 126 million people, so 66 million will have to make their living in urban areas. There are now about 10 million residents in Java's urban areas.

We don't have to be too serious about theories like growth centers, counter primate cities or satellite towns. We simply have to be ready for an increase of 300 to 400 percent in the urban population without taking too much agricultural land. That means being prepared for high-density cities with all their implications and complications. Since we know that the present average density of Jakarta is already 900 persons per square kilometer, with local densities of over 100,000 persons per square kilometer, almost all in single houses, we have an outline of the dimensions of our problems.

Jakarta's present population of about 6.6 million is expected to grow to 9.7 million by the year 2001. It is growing at a rate of 4.5 percent annually, of which 42 percent is the result of in-migration from rural areas. This rapid growth has had a major impact on the quality of life, as suggested by the fact that 77 percent of the homes have no piped water or electricity.

But we feel that rapid urbanization on the island of Java is a "must" rather than a phenomenon to be avoided. The urbanization of Java is more a solution than a problem.

Highlights of the

Rome Declaration on Population and the Urban Future

The International Conference on Population and the Urban Future
Rome, Italy
September 1-4, 1980

We recognize that, historically, the city has been the engine of development and the forge of human creative energies. In fact, the city has often been the place in which civilization has blossomed. We believe that the process of urbanization can be harnessed to achieve mankind's goal of just, peaceful and lasting progress. But if this is to happen, urbanization must take place under planned and orderly conditions.

Today, as we review the situation around the world, we find that these planned and orderly conditions for urbanization for the most part do not exist. We find that the problems confronting urban settlements are in fact already acute in many parts of the world. They include shortages in virtually every service, amenity and support required for tolerable urban living. Housing and shelter, basic health services, sanitation, clean air and potable water, education, transport, energy supplies, open spaces and recreational facilities—all these are lacking in many parts of the world. Moreover, under conditions of unplanned urbanization, the situation is becoming worse rather than better.

Economic problems—such as unemployment, underemployment, lack of means of livelihood, poverty and deprivation—loom large. Social problems—crime, delinquency, social segregation and the exploitation of certain groups, e.g., migrants and urban squatters—are becoming increasingly acute, as are environmental problems such as congestion and pollution. These questions are not confined to the developing countries. In the more developed countries, the inability of cities to cope with the problems which they face has become one of the dominant characteristics of the late 20th century.

Unplanned urbanization may generate tension between groups and classes within the city itself; it may also generate tension between urban and rural areas within national boundaries. Peace itself, which is the precondition for development, may be put in jeopardy. For, as the Colombo Declaration on Population and Development stated, one of the principal threats to peace is the social unrest caused by the accumulation of human fear and hopelessness. Fear and hopelessness can accumulate both quickly and enduringly in hearts of the urban poor when their aspirations are not realized.

We believe that the pace and pattern of urbanization, and the nature of the social and economic development that takes place, are crucially influenced by demographic trends. In the less developed countries, migration from rural areas formerly contributed the major part of urban growth. Now, natural increase—the excess of births over deaths—generally contributes 60 percent of urban growth. In the more developed countries, 60 percent of urban growth is accounted for by migration. We believe that the process of urbanization can only be managed where the demographic factors contributing to this process are themselves managed through economic, social, political, and cultural measures. We must seek to match population with resources in cities, in regions, in countries and—ultimately—in the world itself.

Commitment to Action

The measures proposed in this Declaration require action primarily at the national, regional, metropolitan or local levels. International cooperation and assistance is, however, urgently needed if these measures are to be successfully carried out. The various international bodies concerned, including non-governmental organizations are called upon to take the necessary steps within their mandates to help cities and nations to deal effectively with present and future urbanization problems. Governments of developed countries and others able to contribute to international assistance should intensify their support, both in bilateral assistance programs and through contributions to multilateral agencies, for the activities in the field of population and urbanization covered by this Declaration. In this connection, we welcome the initiative of the United Nations Fund for Population Activities in convening this conference and urge governments to increase their support of UNFPA so that it may, within the framework of its mandate, devote increasing attention to the problems of urbanization, including monitoring the implementation of this Declaration in collaboration with United Nations and other international bodies.

We believe that the present decade, the decade of the 1980's, is the time for intensive effort and for the necessary re-orientation of the response of peoples and governments to the urbanization problem. In the past, the development of the city and of urban living has greatly expanded mankind's horizons. It has permitted the enrichment of life, as exemplified by the contributions of science, the arts and education; by tremendously expanded options for goods and services; and by the provision of a better level of living for all. We ask no less for the future.

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Suite 550
1120 19th Street, N.W.
Washington, DC 20036
Telephone: 202-659-1833
Cable: CRISIS WASHINGTON
Telex: 440450